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ABSTRACT

Reflected in priorities of secondary vocational training, agricultural education, and nonformal short courses, Thailand's education policy of "productive work experience" helps solve the problems of those who have an incomplete general education, have negative work attitudes and habits, are untrained dropouts, or are vocationally trained but unemployable. New curricula in the formal educational system provide prevocational training at all levels because of high dropout rates. Vocational secondary schools train students in specific skills for immediate employment. However, a major problem is that national policy is not reflected in the schools, where academic education is valued. The target group for nonformal education is the out-of-school population aged 15-25, who may participate in three main types of activities: rudimentary education, short course vocational training, and information services. Among the many programs available are the government-run interest group program, providing training on any subject on request to any group of 15 or more, and the 45 Mobile Trade Training Schools, providing basic skills required for employment to adults and out-of-school youth in provincial areas. Each mobile school remains in borrowed quarters in one location from one to three years, then moves on to another area. (SB)

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COMBINING EDUCATION AND WORK

Experiences in Asia and Oceania

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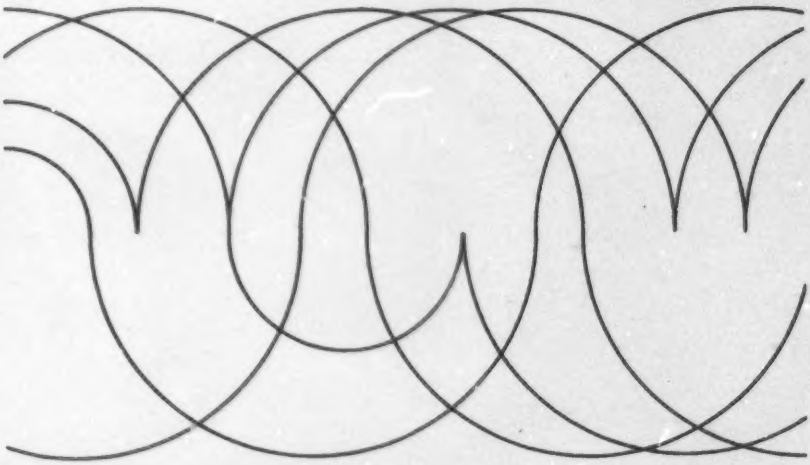

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COMBINING EDUCATION AND WORK

Experiences in Asia and Oceania

Thailand

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PREFACE

Many countries in Asia and Oceania, as in other regions of the world, are engaged in reorienting their education systems. A basic concern underlying these efforts is to make education functional and relevant to the needs of the individual and of the society. It is increasingly felt that the education systems tend to get isolated from the larger social, cultural and development goals of the society. This isolation is engendered when the process of learning is separated from the context of action and work, and is nowhere as marked as in the failure of education to provide children and youth with an active comprehension of the world of work.

The response to the problem is reflected in a variety of programmes underway in several countries of Asia and Oceania. Considering the importance of the issue, the Fourth Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia and Oceania (24 July - 1 August 1978, Colombo) has "Interlinking of Education and Productive Work" as one of the major themes of the Conference.

The country studies presented in the present series were received in response to Unesco's request to the Member States. By the time of going to the press, studies from twelve countries were received and they comprise the present series being issued on the occasion of the Fourth Regional Conference. The assistance of Unesco National Commissions in these countries in having the studies prepared and of the organizations and scholars who have been responsible for them is gratefully acknowledged. These studies cover a wide spectrum of experiences, ranging from experimental projects to comprehensive, system-wide programmes, and detailed descriptions are offered of one or more projects in actual operation. It is hoped to add to the series as more country studies become available.

Opinions expressed in this publication are those of the author and do not necessarily represent the views of Unesco.

PART I

A. General Description and Policy Trends

1. The policy statements

"Productive work experiences" in the sense of experiences which are acquired in doing a job and which result in the development of practical skills and products, is combining education and productive work experiences, and is a national policy in Thailand. This policy is a result of the recognition of the current problems in education as stated in the Fourth National Economic and Social Development Plan:[1]

> The present educational system is not in accordance with the economic and social conditions of the country; it does not meet the demand of the localities and the demand of manpower requirements ... In addition, the curricula at all levels are not terminal in themselves. Consequently, most graduates tend to continue their education on and on ...

More specifically the Plan indicates that: "the most important problem for youth in the formal system of education is that they lack technical knowledge and understanding to carry out their occupations and for their basic livelihood ..."[2]. As for the out-of-school youth, "the majority of them lack ability to carry on their occupations because they lack opportunities and resource centres for additional training ..."[3]. The Plan then proposes to improve the teaching-learning situation in the formal school system for youth to acquire knowledge and skills commensurate with their ability in order to maintain their livelihood and choose a career. For out-of-school youth, the Plan proposes

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1. National Economic and Social Development Board, *The Fourth National Economic and Social Development Plan*, 1977-1981, in Thai p. 271.
2. Ibid, p. 324.
3. Ibid, p. 325.

to accelerate non-formal education in the form of vocational training in agriculture, trades and commerce.

The Fourth National Education Plan, a sector-plan of the Fourth National Economic and Social Development Plan, refers to the objective of combining education and work as follows:[4]

> To improve and modify the content and the learning process at every level and type of education to meet the real needs of each locality in terms of social, cultural, political and economic situations; and to provide training in both theory and practice ...

The National Educational Scheme of 1977, the document which specifies the organization of the educational system and the educational functions of the State, refers to productive work experiences as practical education, and stipulates that "(the State) shall also provide appropriate practical education for each level and each kind of education."[5] Further on, the Scheme seems to equate the term "practical education" with a form of vocational education and to give priority of action to training in agriculture:[6]

> The State shall promote extensively vocational education in harmony with the economic and social conditions of the country. On the one hand, it is perceived as part and parcel of every educational level; on the other, it is a discipline in its own right, with the emphasis being laid upon agriculture and agriculturally oriented industry.

The nature and scope of training in productive work experiences, or vocational education according to the National Educational Scheme of 1977, are illustrative of the concern for combining education and work:[7]

> At the elementary level vocational education is geared towards creating work

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4. National Education Commission, *The Fourth National Education Plan, 1977-1981*, in Thai p. 17.
5. Ministry of Education, *National Educational Scheme, 1977*, an English version, p. 3.
6. Ibid, p. 5.
7. Ibid, pp. 10-11.

habits in the learner enabling him to apply the lessons and work done at school to his daily existence.

At the secondary level, it looks towards providing the learner with necessary experience and skill sufficient for him to effectively pursue a career on the one hand; on the other, it prepares him for further studies in relation to his aptitude and interest. It may be taught in a secondary school as part of secondary education; or it may be a discipline in itself, providing various training for skilled and semi-skilled workers.

At the higher education level, it is advanced vocational training for specialized skill and expertise in accordance with the demands and the development of the labour requirements. It may be taught in a specialized institute, a college or a university as appropriate.

By specialized vocational education is meant training of certain working skills which need a long period of training or apprenticeship, e.g. dancing and music. It may be taught in a special institute created for the purpose; or it may be an extra vocational subject incorporated in the general curricular scheme. The period of training differs according to the requirements of each subject.

Out-of-school vocational education provides a short course for the learner to be equipped with certain working skills or to have extra training for, or to fill the gap of, his current work, enabling him later to perform his task properly or with greater efficiency.

2. Manpower planning and the stated policies

The Manpower Planning Office of the National Economic and Social Development Board (NESDB) is entrusted with the responsibility of forecasting manpower requirements according

to the policies and targets stated in the Fourth Five-Year Plan. The Office is carrying out its manpower surveys in short term (annual), medium term (five years), and long-term (15-20 years) forecasts, emphasizing such sectors as agriculture, manufacturing, construction, utilities, mining, and commerce. Once the preliminary surveys are completed the Office invites representatives of the agencies concerned with the supply of manpower to planning seminars and workshops. Manpower supply schemes are then planned and are to be carried out by these agencies or institutions through their formal and non-formal training activities.

Traditionally, however, the manpower supply agencies have tended to ignore or give very little importance to the forecasts or schemes because of their inflexible systems of formal education and training.[8] This problem will be discussed in detail under the section in which the existing training programmes are described.

3. The reform of the educational system

With the introduction of the National Educational Scheme of 1977, the Thai formal educational system is being changed from a 4-3-3-2 plan to a 6-3-3 plan, starting in academic year 1978. Under the new plan primary education will form one single unit, taking six instead of seven years to complete the course. Compulsory education will eventually cover all six years of primary education, whereas in the former scheme pupils were required to attend four or seven years of primary schooling depending on the localities. Secondary education is still divided into two parts, i.e. lower and upper secondary, each lasting about three years.

Curricular reforms will also be introduced where the concept of combining education and work[9] is emphasized at every level and type of education. There are two important features in the new curricula. The first one is the inclusion and emphasis of work education; the second is the provision of certain programmes which are terminal in nature.

8. Asian Regional Team for Employment Promotion, *Training for Employment in Thailand, Report One, Present Training Approaches*, 1974, 95 p.

9. Other phrases conveying the same meaning can also be found in current literature, e.g. work oriented education, education and training for employment, etc.

At the primary level the curriculum is organized into four main areas one of which is work education. The purpose of work education is to instill desirable work habits, positive attitudes towards the world of work and certain skills in performing domestic jobs as well as skills of a pre-vocational nature.

At the secondary level four hours of work education are mandatory for every student. In addition, students can choose programmes which have additional vocational electives. Vocational training at this level can either be conducted in school workshops or in authorized "job centres" outside the school. These "job centres" could be farms, repair shops, banks, restaurants or any other business or industrial enterprise where students could work and be given credits which later would be transferred back to their own school.

4. The administrative machinery

The machinery for administering and implementing programmes of combining education and work experiences could be classified into two main types: for formal and for non-formal programmes. For formal programmes, especially at the secondary school level where productive work experiences, for lack of school facilities, may rather take place in the "job centres" described above, a committee will be set up in each province to select and designate places of work recognized as "job centres". The committee will also help the schools in placing the students and in appraising the work performed there in terms of transferable credits. This is a standing committee composed of school officials and representatives of government agencies and private enterprises. Supervision of student trainees will be done by the school where the students are enrolled.

The administrative machinery for non-formal programmes is of various kinds. First is the agency offering the programmes. This is because of the very nature of the non-formal programmes which are offered by various governmental and non-governmental organizations as a part of their services to the public. In the Ministry of Education itself there is the Adult Education Division responsible for all non-formal programmes offered by the Ministry. And because of the sheer number of the agencies involved, another kind of machinery has been established, called the

National Committee for Non-formal Education. Its task is to co-ordinate and facilitate the implementation of the multitudes of non-formal programmes, so that rivalries and duplication of efforts could be minimized.

The two kinds of administrative machinery mentioned so far are central in that they are operated from Bangkok. There are two other types of machinery: the regional and the provincial. At present there are four regional centres and eventually there will be 12, one for each educational region. The regional machinery, known as Adult Education Centre, is entrusted with the responsibility for developing programmes and materials suitable for the region as a whole. At the provincial level there is another type of machinery, known as the Life-long Education Centre, which operates all types of non-formal and informal programmes initiated by the Ministry of Education. A detailed account of these programmes will be given in a later section.

5. The priority areas

In the attempt to combine education and work experiences, certain priorities have been laid down by governmental agencies associated with planning educational activities in terms of policy objectives, targets and programmes of action by type and level of education.

Objectives: The priority objectives have been given in terms of economic sector, level and type of education as follows:

a. The National Educational Scheme of 1977 designates agriculture and agriculturally oriented industries as the most important reference point for developing training programmes.[10] This is simply because the economy of Thailand is mainly based on agriculture and agriculture related industries and the majority of its population engage in these activities.

b. By level of education, the objective is to offer work education as a preparation for one's own everyday existence as well as a preparation for employment at every level from primary to higher education, but the priority seems to be given to the secondary level.[11] The reason

10. *National Educational Scheme*, op. cit.

11. *The Fourth National Education Plan*, op. cit.

for this emphasis is probably twofold: firstly the secondary graduates are numerous and at the proper age to enter the world of work; secondly the rapid expansion of secondary education is due largely to the establishment of rural secondary schools where education of a terminal nature is needed.

c. By type of education, the priority is given to vocational education, especially short-course vocational training in a non-formal context.[12] The purpose for this emphasis is not only to improve the quality of the existing labour force but also to reduce the rate of unemployment by providing skill training for self-employment.

Targets: Table 1 shows enrolment targets for certain levels and types of education with percentage increases between the first and the last years of the Third and Fourth National Education Plans. The pre-primary increase is due to a deliberate equal-access policy based on the observation that presently a very small percentage of school population is in pre-primary classes, most of them in urban areas. The increase at the primary level is a result of the reform of the educational system in which primary education is no longer divided into lower and upper levels. Starting with the 1978 school year, more and more pupils will be required to complete six years of compulsory education, hence the increase in enrolment. The dramatic increase at the general secondary school level is principally due to the addition of one more year to secondary education. In school year 1978 alone, the increase due to one additional grade is about 700,000 students.

But large planned increases in enrolment at formal and non-formal vocational training are undoubtedly reflecting the policy statements cited earlier. The percentage increase from 16.3 in the Third Plan to 45.8 in the Fourth Plan for vocational secondary school level (upper level) is not so much to keep up with lower secondary enrolment increase, for the graduates of the additional form will not enter this level until 1981, but to satisfy policy demand. Similarly, the increase from 52.0 to 79.0 at the higher vocational level is quite notable.

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12. A Policy Statement presented to the National Assembly by the Kriengsakdi Government in November, 1977.

Table 1. Comparison of Projected Enrolment between the Third and the Fourth National Education Plans.

Type or level	Third Plan			Fourth Plan		
	1972 enrol.	1976 enrol.	% increase	1977 enrol.	1981 enrol.	% increase
Pre-primary	136.1	189.2	34.0	248.4	381.3	53.5
Primary	5,963.1	7,259.0	21.7	7,695.1	9,625.2	25.8
Secondary (General)	630.6	909.9	44.3	1,268.3	2,756.7	117.4
Secondary (Vocational)	64.3	74.8	16.3	181.6	264.9	45.8
Higher Vocational	17.5	26.7	52.0	23.4	41.9	79.0
Adult				7,666.5	9,683.4	26.3
Literacy and equivalency	98.1	210.1	114.0	287.5	600.7	108.9
Vocational				195.7	435.2	122.4
Informal				7,185.3	8,647.5	20.3

At the adult education level, the targets as shown by percentage increases clearly suggest that priority is given to short-term vocational training. The planned increase of 122.4 per cent is the largest increase of any level and type of education in the present plan.

Programme content and methodology: At the primary school level, productive work experiences are offered in one of the four main areas of the new curriculum, i.e. in the so-called "work education". This is not just a change in name from "manual arts" in the former curriculum, for work education activities are integrated and are not offered as separate subjects, as was the case with "manual arts". At the lower general secondary level, the term "work education" is also used instead of "practical arts" as in the former curriculum. Again the integration concept is introduced whereas "practical arts" consists of separate subjects namely agriculture, business education, home

economics and industrial arts. The emphasis here is less on the development of vocational skills, than on the development of knowledge, attitudes and habits for home living as well as for pre-vocational orientation. In addition to "work education" which is required of all students, some students may further elect vocational courses which are offered along the same traditional line as "practical arts". These courses could be taken in the school workshops or elsewhere in the so-called "job centres".

Vocational training in specialized vocational schools remains relatively the same but reorganization is on the way, and the emphasis is to offer more short courses not only to their own students and adults but to students from nearby general secondary schools, thus becoming "job centres" themselves.

Non-formal vocational training takes many forms. There are vocational courses offered at established life-long education centres or at any formal school which has vocational facilities. Other courses are offered by mobile trade training units. These centres and units cater mostly to out-of-school youth and adults, but in certain localities they would also become "job centres" for students of the general secondary schools.

6. Need for productive work experiences

There are problems inherent in the present educational programmes, to which the efforts of combining education and productive work experiences may be perceived as offering possible solutions. These problems can be found at every level and type of the educational endeavour, from primary to tertiary, from formal to non-formal.

An incomplete general education: General education is universally thought of as an education which inculcates in the learners knowledge, understanding, attitudes, habits, ability, and practical experiences which will enable them to become good, productive members of their society. However, the study of academic subjects without work education, or a study of theory without practice, or learning without consideration for practical application cannot provide a complete general education. Everyone has to live in a technological world in which one has to be an active member, as a consumer and as a producer of goods or services. In this sense, work education may form just a

basis for living, or a basis for further training either on-the-job or in a higher training course or for further education. In most formal schools the teaching-learning activities are mostly academic, mostly theory or book learning. The students rarely have an opportunity to get practical education even though there is such provision in the curriculum. This situation is due to indifference on the part of the schools themselves or due to lack of facilities and equipment.

Negative attitudes and habits. Very few people have been born with the love for hard work, especially manual labour of any kind. An appreciation of good workmanship, and good working habits such as orderliness, punctuality, cleanliness, trustworthiness, and co-operativeness has to be imparted to the children from primary schools upward. The Thai schools no doubt are trying their best to cultivate these qualities. But without effective work education programmes or work experiences it is very difficult indeed for the schools to carry on this function.

The untrained school leavers: Table 2 shows that large numbers of pupils leave school at the end of each level without continuing education, i.e. 46.74 per cent after P.4, 18.00 per cent after P.7 and 30.03 per cent after MS. 3. Those pupils need a type of education which is different from what is usually prescribed for those who continue their schooling. Work education or work experiences would be useful for these school leavers in their everyday living and as a basis for their future employment. Although the present curricula have provisions for combining education and work experiences, in practice the schools are neither committed nor well equipped to offer these programmes effectively. Most of the school leavers are therefore not prepared for the world of living or the world of work. An attempt will have to be made to remedy this situation.

Table 2. Number of graduates of different levels and types of school who continued schooling or took employment.

Level or Type	No. of Graduates	Further Education	Not Continuing		Year
			Employed	Unspecified	
P.4	1,109,000 (100.00)	590,761 (53.26)		518,429 (46.74)	1975-1976
P.7	407,687 (100.00)	334,348 (82.00)		73,339 (18.00)	1975-1976
MS.3	242,168 (100.00)	169,444 (69.97)		72,724 (30.03)	1975-1976
Vocational MS.6	8,910* (100.00)	4,885 54.82	2,605 (29.24)	1,420 (15.94)	1974-1975

Note: * Of 17,389 graduates only 8,910 responded.

Sources: Departments of General and Vocational Education.

The vocationally trained unemployed: Vocational schools have been found to have many shortcomings, which underline the need for reorganization and improvement of the existing vocational programmes. Firstly, the selection of students for admission to the school has been largely based on academic tests. Secondly, the process of enrolling students in each programme or a specific trade has not usually been based on adequate exploration or orientation through early, general skill training. Thirdly, the promotion of students from grade to grade has been mostly done by paper and pencil tests which stress academic achievement. Fourthly, too early and too narrow specialization has resulted in graduates who cannot adapt to the changing requirements of the employment market. Lastly and most importantly, the lack of work experience in industry on the part of the teachers and the students has resulted in unrealistic training and expectations.

These problems seem to combine to produce large numbers of graduates who are unemployed. It can be seen

from Table 2 that of 8,910 vocational graduates in 1975, whom the Department of Vocational Education had been able to trace, about 55 per cent continued their education, only 29 per cent were employed, and another 16 per cent were presumed to be unemployed. The number of unemployed graduates would have been higher had it not been for the fact that many students who either could not find employment or could not get the type of employment they wanted, chose to further their education instead.

Another survey conducted jointly by the National Statistical Office and the Manpower Planning Office in 1975 gives even higher unemployment rates for technical and vocational graduates. These are shown in Table 3.

Table 3. Vocational and Technical Graduates: Employment Status by Level and Field of Training.

Level or Field of Training	Number of Responses		Unemployed as Percentage of Responses	
	1973	1974	1973	1974
Vocational Level	4,104	1,414	55.3	61.8
Agriculture	232	90	53.0	55.6
Commerce	1,624	496	47.3	53.8
Trade and Industry	1,615	553	60.6	64.0
Home Economics	428	201	64.7	78.1
Others	205	74	59.7	60.0
Technical	2,150	1,235	26.7	50.8
Agriculture	165	97	21.8	45.4
Commerce	568	309	21.0	44.0
Trade and Industry	1,132	610	29.8	54.3
Home Economics	199	171	41.7	68.5
Others	86	48	29.4	41.3

Source: The National Economic and Social Development Board

7. Research and development institutions

In Thailand there exist various organizations active in research and development activities relating to combining education and productive work experiences. These

organizations usually conduct research and development work independently. Most of these activities are developmental, resulting in course outlines, syllabi, handbooks, guidebooks, manuals and other materials of similar nature. Research activities, on the other hand, are usually appraisal or evaluation reports of the programmes being offered. A review of activities conducted by these organizations will be done by level and type of education as follows:

Primary level (P.1-7): There are three main agencies responsible for research and development work at the primary level. By law, the Department of General Education of the Ministry of Education through its Primary Education Division and its Supervisory Unit, is responsible for qualitative improvement of primary education - the improvement of teaching-learning activities in all primary schools. It has set standards and evaluative criteria; and it is responsible for the supervision and evaluation of these primary schools. Through these standards and criteria, the Department has directly promoted the effort of combining education and work experiences in all primary schools.

The second agency is the Department of Educational Techniques whose National Curriculum Development Centre (NCDC) is responsible for curriculum development at primary and secondary levels. This Department has set up standing committees to evaluate existing curricula and to develop new ones. During the course of its curriculum development process the Department is developing course outlines, textbooks, teaching manuals and related curricular materials. For the new primary curriculum to be implemented in 1978, the Department has already developed work education courses complete with teaching manuals.

The third agency consists of 12 Regional Education Offices which are staffed with specialists in primary education, among others. These offices are responsible for curriculum development at the regional and local levels. Together with provincial supervisors, they not only engage in curriculum development but conduct in-service training and supervision of teachers. Work education activities adapted to local conditions would be looked after, in theory at least, by these specialists.

Secondary level (M.S. 1-5 or M. 1-6):[13] At this level there are also the three responsible agencies as described above. Before the establishment of NCDC the Department of Secondary Education (now called the Department of General Education) had engaged in curriculum development work. Now this function belongs exclusively to NCDC. The Department of General Education, however, continues to co-operate with NCDC in this development work by sending its supervisors and school personnel to work on various curriculum committees. It also staffs the Regional Education Offices with specialists in secondary education, some of whom are in the field of practical arts education.

An outstanding feature in terms of providing practical training or field experiences to secondary school youth is the establishment of a standing committee in each province to enlist a number of governmental and private enterprises in agriculture, commerce, and industry as "job centres". This committee will have as one of its main functions the evaluation and follow-up of the training placements at these centres.

Vocational level (M.S. 4-6): Research and development in the formal system of vocational education have been done by two agencies in the Ministry of Education: the Department of Vocational Education and the new Institute of Technology and Vocational Education. The latter is an offshoot of the former and offers formal vocational training at upper secondary as well as tertiary levels.

In addition to these two agencies, the Department of Educational Techniques has also set up a special committee to plan and co-ordinate curriculum development in both the formal and non-formal vocational courses.

Non-formal vocational training: A description of non-formal programmes for out-of-school youth and adults will be presented in a later section of this report. There are numerous activities offered by numerous agencies, both public and private, in and outside of the Ministry of Education. Therefore, several agencies are responsible for research and development work in this field.

In the Ministry of Education there are two departments concerned with non-formal vocational training. The

13. The old and the new school organizations.

Department of Vocational Education has developed courses and curricular materials for its multi-trades schools. These schools offer short courses for out-of-school youth and adults in such fields as tailoring, beauty culture, dress-making, cooking, typing, welding and the like. At present there are 10 such schools located throughout the country. The Ministry is in the process of expanding this type of schools through a proposed credit from the International Development Association. The functions of these schools are not only to train out-of-school youth and adults but to be training centres for secondary school students as well.

In the Department of General Education, there is an Adult Education Division responsible for the majority of non-formal and informal education programmes offered by the Ministry of Education. This Division is in the process of being upgraded to the departmental level. It is the only agency ..... which has a network of Adult Education Centres (AEC's) and Life-long Education Centres (LEC's) well distributed throughout the Kingdom. At present there are four AEC's, one for each geographic region, and 24 LEC's which eventually will number 71, one for each province. AEC's are primarily research and development institutions, whereas LEC's are operating agencies. Both of these centres are in their initial stages of development through a World Bank loan.

Another agency which has done research and development into problems relating to combining education and productive work experiences is the Department of Labour. The Asian Regional Team for Employment Promotion is based in this Department. This team has made an extensive study on the formal and non-formal training programmes available in Thailand, and as a result of this study they have prepared a proposal entitled "An Alternative Approach to Vocational Education in Thailand". This report contains recommendations for improving the teaching of work education in primary schools, the teaching of practical arts in the general and comprehensive secondary schools, the offering of vocational training in vocational schools, and teaching of short courses in non-formal settings.

Within the Department of Labour there is a very important organization called the National Council on Skill Promotion which is responsible for the setting up of trade standards and the preparation and introduction of tests as

required for skill upgrading and certification. Pre-employment training, apprenticeship training and upgrading training have been developed and conducted by the Institute for Skill Development, also in the Department of Labour. The ISD has been actively engaged in programme development as well as evaluation and follow-up of the programmes and their graduates.

8. Involvement and co-operation from economic enterprises

Involvement and co-operation from industrial and agricultural enterprises and other bodies come in different forms. First, co-operation is being sought from public and private enterprises in every locality where the secondary schools are located so that the enterprises would offer places of real-life training for the students of nearby secondary schools. Second, the enterprises involve themselves in the training programmes by requesting the Adult Education Division of the Ministry of Education to offer upgrading courses to their employees. In 1976 there were 16 such courses enrolling over 2,600 people. Another kind of involvement occurs in the Institute for Skill Development whose trainees receive on-the-job or apprenticeship training within many of these enterprises. The Institute has, as a matter of policy, asked the enterprises to state their training needs before any training course is given; and representatives from the enterprises have, as a rule, been involved in the structuring of the programmes.

B. Combining Education and Work in the Formal School Programmes

Problems in the formal school system which emphasize the need for work-oriented education may be found in inadequate preparation of graduates or drop-outs, inflexible curriculum structures, inadequate inputs, i.e. facilities, equipment and staff, or unrealistic occupational goals of school leavers. We may examine these problems by level as follows:

1. Primary school level:

Primary education, whether by design or not, is in fact terminal for a large number of pupils, at P.4[14] level

14. P. stands for Pratom Suksa or primary grades.

in rural and at P.7 (will be P.6 in the new Scheme) in urban communities. Many even drop out before these levels have been reached. For this reason primary education has to aim, in addition to other goals, at terminal courses which prepare children for the world of work by exposing them to "manual work" or "practical education", hoping to instill in them skills, work habits, and an appreciation of the dignity of manual labour. In practice the process of screening, selecting, grading and preparing children for the next level of education completely dominates the teaching-learning activities, which results in rote learning and tutoring for examinations.

The possibility that some pupils may have profited by the little bit of practical education some primary schools are able to provide has been discounted by the ARTEP investigators. They feel that functional literacy, along with habits of punctuality and respect for authority inculcated by formal schooling, is much more important as a base for further training than any practical training at this tender age can be. This conclusion is probably due to the fact that most primary schools are badly equipped in terms of shop facilities, equipment and staff, so that they offer practical training, in name only. The following is ARTEP's observation:[15]

> .... Those who finish P.4 or P.7 education have learned little that could be of possible use to them in their future occupations:
>
> i) The teaching of practical subjects (between P.4 and P.7) is not widespread and in general is poorly done, owing to lack of student interest and apprehension, lack of interest and knowledge of teachers, impractical syllabi, lack of funds, and other constraints.
>
> ii) That the teaching of social sciences contributes to the appreciation of manual work, especially farming, seems unlikely since both teachers and children know that such work is not particularly rewarding; in fact the latter go to school to escape from it, and the former have just done so.

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15. Asian Region Team for Employment Promotion, *Report One*, op. cit., p. 61.

iii) Children are not exposed to work situations, nor are representatives of the working world invited to talk about their work.

One possible solution to the negative results found in primary education is implicit in point (iii) above. It is this writer's observation that there is nothing wrong with the concept of combining education and work as offered in the form of practical training in primary schools in Thailand; what is wrong is the fact that things have been poorly done. Improvement of the present effort to combine education and work experiences at the primary school level is urgently called for.

2. Lower secondary level (M.S. 1-3)[16]

The lower secondary schools have been organized along two streams: general and vocational. The lower vocational schools have now been completely phased out, leaving only the general secondary schools at this level. In 1960 a new type of secondary schools, the so-called "comprehensive school", was added. These schools now number 108. Their enrolment (lower secondary only) accounts for about 23.82 per cent of the total enrolment for all government lower secondary schools.[17] (See Table 4).

The regular secondary schools: In the general secondary school curriculum, which is being phased out beginning in 1978, there are four areas of practical arts being offered, namely agriculture, business education, home economics and industrial arts. Four to six hours per week are allotted to these subjects. This time allotment is compulsory for all schools which offer two or more areas of the practical arts. Most schools, however, are able to offer only two areas for four hours per week while the remaining two hours are added to English, thus increasing time allotment for English from four to six hours. With the four-hour compulsory time allotment for at least two areas of practical arts, one would think that there is a great deal of effort being put on combining education and productive work experiences at this level. The fact is that the majority of the general secondary schools are not

16. M.S. stands for Mathayom Suksa or secondary grades.

17. Private lower secondary schools enroll about 27.92 per cent of the total enrolment at this level.

Table 4. Number of Schools and Enrolment in Secondary, Comprehensive and Vocational Schools

1976 Academic Year

Level or Type	Number of Schools					Enrolment				
	Public			Private	Total	Public			Private	Total
	Comprehensive	Regular	Total			Comprehensive	Regular	Total		
Lower Secondary (M.S. 1-3)	103	924	1,027	1,156	2,183	153,755	491,721	645,476	250,050	895,526
						(23.82)	(76.18)	(100.00)		
								(72.08)	(27.92)	(100.00)
General Upper Secondary (M.S. 4-5)	86	184	270	107	377	54,238	71,021	125,259	29,805	155,064
						(43.30)	(56.70)	(100.00)		
								(80.78)	(19.22)	(100.00)
Vocational (M.S. 4-6)	-	-	58	97	155	-	-	93,405	70,253	163,658
								(57.07)	(42.93)	(100.00)
Upper Vocational (Diploma Level)	-	-	46	95	141	-	-	22,406	70,253	92,659
								(24.18)	(75.82)	(100.00)
Higher Vocational (Degree Level)	-	-	1	10	11	-	-	1,906	14,462	16,368
								(11.64)	(88.36)	(100.00)

Source: Ministry of Education

adequately equipped or staffed with qualified teachers to offer the practical arts effectively. Out of approximately 1,200 government secondary schools, excluding comprehensive schools, only about 350 are relatively well equipped, the rest have practically nothing in terms of shop facilities and equipment. The situation in the private schools is even worse, for private schools of the general type rarely invest in school shops or equipment.

Another problem has to do with the curriculum. Even though four hours per week are allotted to practical arts, there is a restriction in the curriculum which prevents the schools or the students from changing courses. For example, if the students take agriculture in the first year, they must continue to take agriculture in the second and in the third years regardless of whether they like it or not. This inflexibility has been corrected in the comprehensive as well as in the new lower secondary curriculum of 1977.

The comprehensive schools: The comprehensive schools, on the other hand, are rather well equipped through external assistance and staffed with relatively well qualified teachers. The stated purpose of these schools is threefold: (1) to prepare academically talented students for further education in the upper secondary schools, general stream; (2) to prepare vocationally oriented students for vocational schools, and (3) to equip terminating students with skills of a pre-vocational nature. The problem here is that the terminal function of the comprehensive schools has no significance, for virtually all of their graduates want to continue in any available avenue of schooling, and in fact most of them do. The factors influencing this trend are probably that (a) the majority of the comprehensive schools are located in large provincial cities where most students, in any type of school, tend to continue their schooling, and that (b) practically all of these schools have upper secondary classes which seem to attract graduates of the lower level to continue rather than to terminate. This phenomenon, however, is not unique to the comprehensive schools. Even specialized vocational schools which are obviously terminal in design turn out graduates, the majority of whom continue their schooling at the upper level. It seems that in the Thai educational system there is always a next level for students to continue their education and postpone their entry into the labour market.

Education and work in the formal school programmes

The comprehensive curriculum introduced in 1967 is much more diversified and flexible than the curriculum of 1960. It provides the students with one year of exploration, in which all students are required to take all areas of practical arts offered by the school for eight periods a week. In the second and third years practical arts courses are offered as elective subjects. The idea of having practical arts as compulsory exploration in the first year seems to be based on the assumption that after one year the students would be able to choose practical arts electives according to their interest and ability. But it has been found that the majority of students tend to choose academic electives in preference to the practical arts.[18] The obvious explanation for this tendency is that, since most students plan to continue their schooling at the upper level, many of them prepare themselves by taking the prerequisites which invariably are courses of academic nature. In terms of training for employment the ARTEP team found that the comprehensive graduates do no better at the vocational schools in which some of them continue their schooling since few of these students, having gone through comprehensive and vocational schools, end up in industry or commerce. This conclusion is debatable since one cannot readily see whether the problem lies with the comprehensive or the vocational schools until one has taken a look at the vocational schools, their shortcomings and potentials.

Even though many comprehensive school students do not elect practical arts courses in the second and third years and many of them do not terminate, this does not mean that the offering of practical arts in comprehensive schools should be discontinued for they do serve some functions. For one thing, comprehensive schools have not been designed solely for terminating students; they also prepare students either to further their education in the stream suitable to their interest and ability, or equip them for the world of work which some of them have to enter. For all of the graduates, the study of pre-vocational subjects has considerably improved their chances of finding good careers, as well as their judgement on what they would like to do - to take up what type of further education or to enter which occupation.

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18. Ibid, p. 2.

3. Upper secondary level

There are two types of schools at the upper secondary level: the general secondary school and the vocational school. In the school system being phased out, the general secondary school is of two years duration, while the vocational school is of three years. Both will be of three years duration in the new system.

The general secondary schools (M.S. 4-5): The present upper secondary curriculum has been in use since 1975, and it will be in use for three more years until the end of 1980. Beginning in 1981 when graduates of M. 3[19] start to enter M. 4, the first grade of the upper secondary level, a new upper secondary curriculum is expected to be introduced. The present curriculum is already diversified to a larger extent than the former one. It offers not only academic but vocational programmes as well. These vocational programmes (some people prefer to call them pre-vocational) are more effectively offered in comprehensive schools than in others simply because the former are better equipped than the latter. The vocational programmes generally offered are business education, home economics, industrial arts and agriculture. These are supposedly terminal in purpose, but because of the accepted practice of requiring a certain type of certification for employment, especially for entering government service, many graduates of the vocational programmes continue in the vocational school for one additional year to get the necessary certification. For those students who want to enter occupations which do not require formal certification, or those who want to go into self-employment, the two-year exposure to practical experiences is sufficient. The only problem left is for the majority of the upper secondary schools to better equip themselves if they want to combine education and work experiences more effectively. This is definitely impossible to implement in the immediate future, because the political and social demand for quantitative expansion usually gets priority attention from decision-makers and politicians. Therefore, alternative methods such as "job centres" will have to be employed.

The vocational schools (M.S. 4-6). Vocational schools at the upper secondary level are grouped into three

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19. M. stands for Mathayom, a secondary grade in the new educational scheme.

categories: trades schools, commercial schools and agricultural schools. At this level, there are also teacher training colleges (lower certificate level), schools of music and dramatic arts, and other specialized schools run by various government agencies for the purpose of training their own future employees. All of these schools belong to the public sector. In addition, there are a large number of private vocational schools which are regulated by the Ministry of Education.

Vocational schools have many weaknesses,[20] some of which will be examined in the light of the main theme of this paper as follows:

The main objective of the vocational education is to train students in specific skills for immediate employment, which means that each level or each course has a terminal aim. In practice, however, the majority of the vocational school graduates continue to further their training at a higher level or course. This problem is a result of many factors. Firstly, the students seem to have developed higher expectations in terms of the conditions of work and salary level than those normally found in the Thai employment market. Secondly, when higher expectations are frustrated the graduates continue their education with the hope that higher qualification would bring a better job and higher remuneration. Thirdly, the supply of graduates and the type of their training do not readily meet with the changing requirements of the industries concerned. It is perhaps better that instead of trying to qualify the students for specific jobs, vocational education should aim at preparing the students for further direct employment-related training. This suggests that students should be exposed to general skill training rather than specific training in any narrowly specialized trade.

The selection of students, initially as well as later when students are to enroll in specific programmes, needs to be improved. Entrance examinations, which are necessary since there are generally more applicants than the schools could accommodate, are based principally on academic achievement tests. Some schools now have

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20. Kunio Sato, *An Alternative Approach to Vocational Education in Thailand*, 1974, p. 36-51.

introduced aptitude tests and personal interviews by shop instructors. This practice should be encouraged for all schools to adopt.

Assignment to specific trade training is usually done at the time of admission, using the entrance examination scores as the basis. This assignment should not be done until students have had the opportunity to explore their interest and aptitude by taking a multi-trade course as now done by some institutions. This selection procedure would result in graduates having more realistic inclinations and a firmer commitment towards specific programmes than at present.

The lack of working experience for the majority of vocational teachers is a serious problem. The present practice of recruiting only formally qualified people as vocational teachers has to be corrected, especially for shop instructors. More hiring of people with industrial experience or people with both formal training and industrial experience should be attempted. For teachers already in the system, an arrangement should be made to require them to put in some work in industry. And for the present vocational teacher training, substantial work in industry should be a compulsory part of the curriculum.

Vocational students also lack work experience. Work experience of any sort is not part of the curriculum. In some schools only field-visits to nearby factories are made. Very little effort is being made by the schools to arrange for students to have field experience either during the course or even during the holidays. Such arrangements are of course difficult, because most of the schools with the exception of agricultural schools are not located near places where work experience could be gained. This leads to another problem which makes work experience arrangements more difficult - that is, all vocational schools of the same type offer the same range of programmes regardless of where they are located. Thus, many schools are offering courses which have no local industrial or commercial counterparts.

C. Combining Education and Work for Out-of-School Population

1. Types of programmes

At present educational and training activities for out-of-school population in Thailand are offered by many

governmental and non-governmental agencies, in various forms depending on the objectives and functions of the agencies concerned. These activities or programmes may be grouped into three categories as follows:

Basic and general education programmes: This type of programmes provides an education for personal development, for good citizenship, and for everyday living. It is for the people who have not had the opportunity to get this type of education through formal schooling, and for the people who have had some but need to enrich their life or to prepare themselves for further education. The programmes offered include functional literacy and equivalency or continuing education programmes. All of these are offered by the Ministry of Education either directly or with co-operation from other agencies. In some instances the Ministry of Education assists other agencies in offering these programmes through the provision of teaching staff or operating funds, i.e. the programmes for inmates in penal institutions and the programmes for hill tribe people.

Vocational training programmes: These are short courses designed to provide occupational skills either in the form of pre-employment training or in the form of upgrading work. The programmes vary according to the type of occupations or trades being offered or according to the background and interest of the trainees. They may be complementary to formal schooling so that graduates of formal programmes could obtain some occupational skills for their livelihood; they may be for people who are already working so that they could upgrade their skills. Trainees can get this type of training by attending the courses in the multi-trade schools, the mobile or stationary trade training units, the skill promotion training establishments, or through special-interest courses organized on an *ad hoc* basis.

This type of out-of-school programmes is organized into courses whose periods of training may be very short (5-10 hours), or of medium length (100-300 hours), or longer (3-6 months).

Information services: This type of programmes are of an informal nature. It provides up-to-date news and information through such means as public libraries, newspaper reading centres, posters, periodicals, circulars, audio-visual units, radio and television broadcasts, etc.

2. Programme content and methodology.

The content and methodology of certain out-of-school programmes needs to be examined to see how, if at all, education and work experiences are combined. The following programmes are selected on the basis of their coverage and the length of time they have been in operation.

Functional literacy programme. The objectives of this programme are fourfold: good citizenship, problem-solving skills for everyday living, knowledge and use of community resources, and literacy skills. The methods of achieving these objectives are mainly based on group discussions and exercises, usually in a primary school classroom or in a temple. The conductor of this programme may be a school teacher, a community volunteer, a teacher trainee or a monk. The course is offered three days a week for six months to obtain a total of 200 hours required. Enrolment in this programme was 10,000 in 1976.

The main objective here seems to be literacy for rural adults. Since most of the instruction occurs in the evening when the people are free from their daily chores, the methods used are generally formal classroom procedures, the facility can be any place where people could come together, and the instructor is not usually qualified, it has taken very little effort to combine education and work experiences in this type of programme. However, there are many possible ways for the instructor either to take the learners out to the field or to bring resource persons to the classroom, instead of conducting the learning process entirely through discussion and reading exercises.

Continuing education programme: This programme has been organized to serve youth and adults who are not able to enroll in the formal school system. In 1976 there were about 178,000 people enrolled in this programme. Graduates of these courses are given certificates equivalent to those of the regular levels. All courses are offered in the evening using regular school facilities or other buildings belonging to the public as well as private organizations. The following courses are available:

a. Lower primary education

   i) Fundamental education, with two levels equivalent to P.2 and P.4 respectively, each requiring six months to complete, is offered in every adult school except where functional literacy programmes are in operation.

ii) Levels 1 (P.1 - P.2) and 2 (P.3 - P.4), lasting six months each, are offered in urban areas mainly for youth who intend to continue their education at higher levels.

b. Upper primary education. Level 3 (P.5-7) requires 1½ years to complete.

c. Lower secondary education. Level 4 (M.S.1-3) is also of 1½ years duration.

d. Upper secondary education. Level 5 (M.S. 4-5) has a similar curriculum to that used in formal school classes of the same level.

These curricula are presently undergoing revision. They are being changed in content and style from an academic nature to a functional nature starting with level 3 and continuing to levels 4 and 5 eventually. The stated purpose of this revision is to make them relevant to the conditions and problems in the everyday lives of the learners; to encourage adults to master the problem-solving method; and finally to induce adults to develop their creative ability.[21]

It is apparent that the courses described above are actually formal general education courses offered in a non-formal setting, not only to adults but to anyone who needs equivalency education especially at levels 4 and 5. Many of the students who enroll in these courses are school age youth who have failed to get into the formal school system. In many instances levels 4 and 5 classes have been an alternative outlet for secondary school students because of the lack of space in regular secondary schools. And since the duration of the courses has to be shortened and the facilities shared with the regular schools, teaching and learning has to be somewhat condensed.

Only comprehensive schools are able to offer non-formal classes of a vocational nature. The stated policy for the future development and expansion of these courses is to vocationalize the curricula in order not to be the mirror image of the day-time general education programme. This policy could be readily implemented by offering more of these non-formal courses in the existing vocational schools in the evening.

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21. Adult Education Division, *Adult Education in Thailand*, 1976, p. 14-16.

Interest group programme. The interest group programme has been organized to provide training, on request, to any group of people on any subject which the Adult Education Division of the Department of General Education can organize effectively. The topics for group study are based on the problems, needs and interests of the people who sign up for the course so that what is studied can provide knowledge and experience necessary to help themselves and their community. The duration of the course is flexible and can be as short as five hours and up to a limit of 30 hours depending on the topic.

Interest groups could be organized in two ways. One way is to survey the interests and needs of the people, then to organize a group of at least 15 persons with common interests, and provide an appropriate resource person. This way the organizer will take the initiative to form a group, prepare the curriculum and administer the programme. In another way, the initiative will come from the people themselves. A group of people, not less than 15, with common interest can submit their request to the authority to provide the desired course. The group may themselves suggest a suitable resource person. Since the course is limited to 30 hours the group must be precise about their needs. For example, a group of farmers may wish to know how to choose fertilizers, how to castrate pigs, how to grow mushrooms, how to manage a farm, etc.[22]

From the above description it is obvious that this type of non-formal programme offers unlimited opportunities to combine education and work experiences since the programme must meet the practical needs of the people who enroll in it. The programme is flexible in duration and can be arranged wherever the facility and equipment necessary for the topic to be studied are available, which could be at the school, in the temple, on the farm, at the home of one of the participants, or in a private business establishment.

Vocational training programmes. There are several programmes for out-of-school population, in which education and work experiences have been purposefully combined. Some programmes are strictly for pre-vocational training; others serve both pre-vocational and upgrading training. Some are

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22. Ibid, p. 8-9

located in urban areas thus serving only urban population; others are movable or mobile thus capable of reaching people in remote areas. There are many programmes operated by various agencies. Some of these have vocational training as a main objective, while others may see it as a by-product or as a secondary objective. Only six of these programmes will be discussed in this paper. These are selected because of their wide coverage and because they are primarily educational or training institutions.

a. Stationary, adult vocational schools offer vocational training to out-of-school youth and adults using facilities of the secondary vocational schools in the evening. These schools are operated by the Department of General Education[23] as a part of its adult education function. They cover the whole of the Kingdom, but are situated mostly in urban areas. The duration of the courses in this programme varies from 100 hours to one year depending on the type of courses which number 25. These courses are distributed under four main areas: industrial arts, home economics, business education and agriculture. In 1976 the enrolment in these courses totalled about 19,000.

b. Movable vocational units are also operated by the Department of General Education. They are small units which operate in distant villages as long as they are needed and then move to a new location. They open for classes during the daytime from 09.00-15.00 hours. The duration of the courses offered varies from 150-300 hours. Courses usually offered are dressmaking, barbering, cosmetology, mechanics and agriculture. There were over 5,000 enrollees in these courses in 1976.

c. The mobile trade training schools, on the other hand, are mobile units serving larger communities. The Department of General Education operates these units from Bangkok. There are now 45 such units spread throughout the country. The subjects offered are mostly trades and industry courses, i.e. mechanics, radio repairing, electrical repairing, welding, and the like. The class hours are divided into three sessions. The morning session runs from 09.00 - 12.00, the afternoon from 13.00 - 16.00 and the

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23. One of 11 departments in the Ministry of Education.

evening from 17.00 - 20.00 hours. The enrolment in this type of training was about 20,000 in 1976.[24]

d. Multi-trade or polytechnic schools have been developed to offer non-formal vocational training to out-of-school youth and adults. The only requirements for admission are that the applicants must be at least 15 years old and that they must be literate. The programme objective is to train semi-skilled and skilled workers in four main areas: Industrial trades (machine shop, welding), graphic arts (printing, photography), crafts (dressmaking, cosmetology), and business courses (book-keeping, typing, secretarial). While the full programme is not offered at all times by all schools, the programme at every school does provide the public with a wide choice of courses. The basic programme operates three 15-week terms per year, plus a 4-week summer school. These courses are considerably shorter than the standard Mobile Trade Training School courses and are further distinguished by being able to adjust course length to the requirement of content and market demand.

At present there are ten multi-trade schools in Thailand, four located in Bangkok and the others in up-country urban centres. These schools are operated by the Department of Vocational Education[25] as a part of its contribution to providing vocational training on a non-formal basis. The enrolment in 1976 was slightly over 9,000.

e. National Institute for Skill Development and three regional centres are operated by the Department of Labour of the Ministry of Interior. They have five training functions as follows:

i) Pre-employment training
ii) Apprenticeship training
iii) Upgrading training
iv) Instructor and foreman training
v) Service industry training

Pre-employment training aims at providing necessary skill training to the unemployed who are P.4, P.7 or M.S. 3 graduates. The courses are therefore tailored to the formal

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24. Ibid, p. 16.

25. Another department in the Ministry of Education.

schooling each trainee has received. The duration of the courses varies from two months to one year. An important part of the training programme is a period of work experience following formal course instruction. Enrolment in each course tends to be more and more determined not by student demand but by employment demand. The nature of instruction has also changed gradually from traditional vocational training of the formal type to one that is influenced by the requirements and advice of the employers.

Apprenticeship training used here refers to the traditional non-formal type of apprenticeship and should not be confused with a formal, contractual apprenticeship programme. At present the apprenticeship training conducted by the Institute is similar to its pre-employment training programme; the difference is that the Institute co-operates with the employers in the training of workers already employed.

The other three training functions of the Institute will not be discussed here because the writer feels that they are beyond the scope of this report.

f. Non-formal vocational training in private institutions covers a wide range of occupations from dressmaking, cosmetology and typing to management. Much of this training operates on a small scale in a multi-purpose one-room shop. But since the enrolment as shown in Table 5 was 100,000 in 1976, such courses represent notable training opportunities for out-of-school population, and they are well distributed in practically all cities and towns.

Table 5. Number of Units, Staff and Enrolment of Selected Training Programmes for Out-of-School Population.

(1976 Academic Year)

Activity	Number of Institutions	Number of Staff	Enrolment
1. Functional Literacy	397	425	10,313
2. Continuing Education	1,127	13,794	177,796
3. Evening Vocational	231	882	18,672
4. Movable Vocational	77	173	5,415
5. Mobile Trade Training	45	411	20,139
6. Multi-trades Schools	9	245	9,202
7. Private Schools	1,382	3,842	100,086
8. Interest Group	n.a	n.a	31,000
9. Skill Development	4	121	5,671

Sources: The Ministry of Education and the Department of Labour.

3. Priorities and targets

The three main types of educational activities for out-of-school youth and adults mentioned earlier in this section are 1) basic and general education programmes (literacy and continuing education), 2) vocational training programmes, and 3) information services. In terms of coverage, the third programme seems to be the most important; but in terms of the increase in the participation rate projected for the Fourth National Education Plan, vocational training programmes are of the highest priority (Table 1, p. 8). This is the more appropriate because vocational training programmes seem to offer the best opportunity for combining education and work experiences. Therefore, the more rapidly these programmes are expanded the better for out-of-school youth and adults. However, since a great number of people are enrolled in literacy and continuing education programmes, there should be a greater effort in trying to offer practical experiences along with literacy and general education normally offered in these courses. At the same time educational planners should look seriously into the third type of programme, which is informal in character, to see how education and work experiences could be combined there. At present, aside from giving occupational information and the "how to do" through print and news media, very little concrete effort has been put forward.

The target group for many non-formal programmes is the 15-25 age range. This should be reconsidered in the light of the policy as stated in the National Educational Scheme which proclaims that "The State shall step up and promote various kinds of out-of-school education in order to make available life-long education to all, especially to those who missed the initial formal schooling". This statement outlines two objectives: that education is a life-long process, therefore the State should offer educational opportunities to its citizen not particularly at any time of their lives but throughout their lives; and that if any priority group is to be designated, the people who missed formal schooling should be taken care of first.

The distribution of educational services is another topic to be considered. Its importance could not be overemphasized, for equality of educational opportunities has been a major policy goal for the Government. The implementation of this policy has a poor record according to

enrolment figures in Table 5. The enrolment data do not clearly show the proportion between rural and urban participation rates; but if one studies each programme carefully one can see that with the exception of programmes 1, 4, 5, and 8 the enrolments in non-formal programmes are mostly from urban population. The implication here is that many of the programmes, thus far catering heavily to urban populations because of their nature and their physical locations, may have to be adjusted so that their services could be available to rural populations as well.

PART II

Project Report

THE MOBILE TRADE TRAINING SCHOOL[26]

Adult Education Division, Department of General Education,
Ministry of Education, Bangkok, Thailand

Rationale and general description

In Thailand most institutions offering engineering and commercial trades at skilled and semi-skilled levels require a training period of three years and admit only students who previously completed ten years of schooling. There are a large number of people who do not meet this admission requirement but look forward to the opportunity to be absorbed into industry. For a number of specific occupations training requirements can be fulfilled within a short period of time. People can gain the necessary skills by undergoing training under short-course programmes. For this reason, the Mobile Trade Training School programme was established in 1960 by the Department of Vocational Education, Ministry of Education. The programme underwent rapid expansion from 1966 to 1972 due largely to U.S. assistance in equipment, technical advice and training fellowships. In 1972 the programme in its entirety, including equipment, personnel, and operating funds, was transferred to the Adult Education Division of the Department of General Education.

The Mobile Trade Training School Programmes are designed to provide teachers and equipment in rural areas where adults and out-of-school youths can learn the basic skills required to enable them to secure jobs. Trade skills taught in each training cycle reflect the wishes of the trainees as well as the job opportunities available. They

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26. The factual content of this report is supplied by the Adult Education Division. Sections on Training Results and Constraints are taken from ARTEP's report.

generally include one or all of the following: metal work, automechanics, electricity, radio and T.V., welding, wood working, cooking, sewing, tailoring, barbering and hairdressing. The basic plan is to move a school from one area to another as enrolment declines, and, thereby, reach rural people who would otherwise have little opportunity to develop marketable skills.

Objectives

- To provide short-term, inexpensive opportunities for adults who have had previous training of any kind or who need further training.
- To supplement the full-course training programmes offered elsewhere, and meet the ever-increasing need for skilled and semi-skilled manpower to upgrade the skills in accordance with changing job requirements and to prepare them for new job opportunities created by increased industrialization and technological change.
- To take the Ministry of Education activities to the rural people, and provide individuals with central government support so that they can understand government goals and concerns and improve their lot in life.
- To raise the standard of living of the less fortunate people living in rural areas and to help individuals to help themselves.
- To provide skill training opportunities to out-of-school youth and adults with only four years of compulsory schooling, giving them opportunity for such training in their own communities.
- To set up a mobile skill training school model which can be moved to wherever it is needed.

Courses offered

Each of these short courses can be completed in a school term which will take five months or 300 hours. Altogether there will be two cycles of training each year.

The regular programme is conducted in three shifts each day, each shift taking three hours, 9.00 - 12.00 a.m., 1.00 - 4.00 p.m. and 5.00 - 8.00 p.m.

The following subjects are taught:

1. Automechanics
2. Electrical wiring and installation
3. Welding
4. Machine shop
5. Radio and T.V. repair
6. Dressmaking
7. Hairdressing/cosmetology
8. Food preparation
9. Tailoring
10. Book-keeping
11. Typewriting

Instructional personnel

Through its Adult Education Division the Ministry of Education provides the supervisors, principals and the teachers for the MTTS's. The teachers are graduates from technical institutes and other institutions of the same academic level and then receive an additional year of teacher training which is especially designed for the type of instruction given in the MTTS's. Some skilled teachers are also recruited from industry.

The approximate number of personnel in each MTTS is as follows:

1 principal
1 deputy principal
1 office clerk
1 accountant
10-15 instructors (depending on the courses offered)
2-4 caretakers.

Location and clientele

The typical Mobile Trade Training School is located in one or more stationary buildings rather than on wheels. Only one school is actually mobile, the facilities being located in trailers. The buildings are made available to MTTS either free of charge or on rent. Generally, a school operates in these facilities for one to three years and is then moved to another district in the same or a different province. The schools, according to Adult Education Division regulations, must stay in one location for two or more sessions, that is, one year or longer. The distinguishing

features of the MTTS are the absence of capital expenditures on permanent buildings and its ability to move out of one district (once the demand for training is satisfied) and on to another.

Site selection and decisions about the length of stay in one location are made by the Adult Education Division on the basis of factors such as the following: local interest and enrolment potential, the lack of other vocational training facilities, employment and economic conditions, and the availability of physical facilities for programme operations.

The usual procedure for determining an appropriate location is to send the MTTS principal or several teachers to interview the government officials at the changwad (province) and the amphur (district) level regarding the interest of the local people and the need for an MTTS in the locality. Often a location is selected because changwad officials request it.

Contrary to original plans all schools have been located in either a provincial or district town, rather than in villages. The reasons are several: (a) Schools can be located only where electric power supply is assured; even though most schools have movable generators, these can be used only as a supplemental source and cannot be relied upon for the entire power requirements of a school; (b) the schools must have a central location with sufficient concentration of people who are interested in the training; and (c) the labour market for many of the skills taught in the schools is in the small as well large towns rather than in the villages.

The programme is designed for out-of-school youths who have completed at least four years of primary education. It is also intended to serve the rural areas. In practice, however, "rural" is defined liberally to include all of Thailand outside metropolitan Bangkok. Most of the trainees come from the district and provincial towns and their environs. The procedure for selecting trainees is simple and liberal. Few applicants are denied admission.

Tuition and costs

There are two kinds of costs for the MTTS: cost to student trainees as tuition and fees, and cost to the

Government for operating the unit. Funds collected from tuition and fees are used to supplement the operating budget which is always limited.

Tuition Charges from Trainees

(in baht)

	fees	tuition	materials	total
Automechanics	10	30	60	100
Electrical wiring	10	30	60	100
Welding	10	30	60	100
Machine shop	10	30	60	100
Radio and T.V. repair	10	30	60	100
Dressmaking	10	30	-	40
Hairdressing/cosmetology	10	30	100	140
Food preparation	10	30	60	100
Tailoring	10	30	-	40
Book-keeping	10	30	30	70
Typewriting	10	30	30	70

Note: U.S. $1.00 = 20 baht

The Estimated Cost for Each MTTS Per Year
(National Budget)

Salaries	U.S. $ 10,000
General expenses	5,000
Overtime and personnel benefits	5,000
Supplies and materials	10,000
Miscellaneous	3,000
Total	U.S. $ 33,000

The capital costs were secured from a bilateral donor and included tools and equipment for the various skill areas and three vehicles: a jeep, pick-up, and a large flatbed truck.

Training results

With reference to the formal objectives of the MTTS programme given earlier, the results of the programme have been observed by the ARTEP investigators as follows:

a) The programme achieves "the purpose of providing skill training to out-of-school youths and adults with only four years of compulsory schooling".

b) While many courses tend "to raise the standard of living" of the trainees, and some courses (notably dress-making) certainly "help the individual to help himself", these benefits are not reaching "the less fortunate people living in rural areas" because the MTTS programme generally is not operating at the village level.

c) The success of the programme in meeting "the ever-increasing demand for skilled and semi-skilled manpower in accordance with the National Economic Development Plan" and preparing "citizens for new job opportunities" has been limited, and this success seems directly related to the extent to which the training, because of budgetary constraints, has been forced to operate on a semi-commercial basis. In the present circumstances greater success in meeting this particular objective can hardly be expected, because the basic curriculum is not geared to local demand for skilled and semi-skilled manpower, and it is difficult to prepare citizens for new job opportunities which do not exist.

d) The objective of bringing "the Ministry of Education activities to the rural people so that they might, in turn, understand and support government aims" seems, at least at amphur level, to have been eminently successful. Overall, the conspicuous value of the programme is social, and it would be difficult to overestimate the importance of the social opportunity being brought into the lives of students. From this standpoint, even the high dropout rate is of no reasonable concern because, while there are no available statistical data bearing on this point, it is obvious from a high number of personal interviews in many classes in all regions of Thailand that individuals who drop out to work on farms, accept temporary employment, or help out in family emergencies frequently re-enroll and continue their training. In most courses comparatively few have definite employment ambitions toward which they are really applying themselves; the bulk are taking the training for something to do and a place to meet friends, with the entirely contingent possibility that the training may prove helpful economically.

Constraints

In-depth interviews with MTTS principals in all sections of Thailand by ARTEP investigators indicate the following concensus regarding constraints which impede the success of the programme:

a) While a very few principals were satisfied with the curriculum being offered by their schools, the great majority, and particularly those with the longest experience as principals, were critical of their curriculum because it had not been designed to meet local needs and because the inflexibility of the entire programme made adaptations difficult. These constraints apply to skills training generally, and are particularly evident in areas like the south of Thailand, where the training has little relevance to surrounding economic activity and employment opportunity. A factor obviously influencing these constraints was the tenure and consequent feeling of security and support from superiors on the basis of which some principals have gone ahead with changes they felt were necessary to make their training programmes reasonably effective. Such innovations have largely taken some form of semi-commercial operation, which not only has solved the materials shortage problem but inevitably has forced the training into more practical lines in terms of local employment.

b) A widely mentioned constraint was shortage in suitably qualified teaching staff. This seems particularly handicapping the further an MTTS operates from urban centres, due to the difficulty of persuading city-bred and trained instructors to serve in the countryside. Many principals felt that there was a real need for a long-range programme of developing selected rural youth into training instructors.

c) Related to the foregoing, some of the more innovative principals said that in their efforts to increase the employability of trainees they were handicapped by the inflexibility of their teaching staff, and particularly by their lack of practical working experience.

d) The lack of sufficient training materials was the most widely mentioned constraint, and even in those schools which had for a long period of time conserved operating funds and diverted them into a material revolving fund, the size of these funds was insufficient. The lack of teaching materials such as are provided to the Polytechnic schools was also mentioned as a factor limiting effective training.

In some instances instructors had personally duplicated such materials, but this seems beyond the capacity of most schools. Graduates of dressmaking courses who have gone into business point out that unless one has had an exceptional teacher who takes the trouble to develop her own collection of modern designs, standard patterns are employed which are quite out of date; some dressmaking instructors thought that the volume of dressmaking training fully justifies the centralized collection and dissemination each year of the latest trends in design.

e) While many instructors were apologetic regarding their equipment and said it was the main handicap preventing more effective employment training, these same instructors seem to be the ones who also felt the great personal need for their institution and themselves to be upgraded academically. Few principals, on the other hand, were as concerned with their equipment as they were with their teaching staff, and the training appeared far more handicapped by the lack of adequately maintained tools than by the lack of equipment.

f) One subject rarely brought up by principals was their use of the portable generating sets and transport equipment which are a basic part of the units furnished. In rare instances, the generating sets are in daily use, but in most cases their use is limited to standby for central power failure. The excellent trailers on which they are mounted have, in most cases, been unnecessary. Most power wagons and trucks have seen little or no service in transporting equipment, but are used to transport supplies and personnel, which could be moved at less expense with smaller transport. In many instances personnel are transported over paved roads, by 4-wheel drive vehicles obviously intended for rural use. Understandably, most principals make what use they can of available equipment and are not concerned about its suitability or idle time.

g) While most principals shared the view that by operating at the amphur level they were already carrying out the purpose of the MTTS programme to serve the rural population, or at least were as close to the rural level as they personally cared to be, a minority of principals, most of whom have been with the programme a long time, were deeply concerned with the immobility of the Mobile Trade Training School programme and its failure to reach down into the villages where the bulk of the rural population lives. Such

principals felt themselves powerless to take effective action, because of the structural and functional immobility which has been built into all aspects of the programme.

h) Many principals of outlying schools complained of the lack of co-operation on the part of provincial officials and private industry. In most cases, such principals were young and lacked the experience which would enable them to deal with higher officials and preoccupied businessmen.

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